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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized or expected to be authorized by the General Assembly and/or the Security Council (A/59/534/Add.1). During its consideration of the matter, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

II. General considerations

2. The General Assembly, by its resolution 58/271 of 23 December 2003, appropriated an amount of $169.4 million for special political missions under section 3, Political affairs, of the programme budget for the biennium 2004-2005. By its resolution 58/295 of 18 June 2004, the Assembly augmented the provision for special political missions when it provided $2.5 million for security-related requirements. According to the Secretary-General, a total of $166.4 million had been charged against special political missions in 2004 by the time of the writing of the report. With regard to the action to be taken by the Assembly on the funding of the United Nations advance team in the Sudan for the 90-day period up to 10 December 2004 (see A/59/534), the Advisory Committee recommended an additional appropriation of $17.0 million. Should that amount be approved, the total appropriated for special political missions for 2004 would amount to $188.9 million.

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3. The Secretary-General estimates resource requirements for the extension of special political missions for the period from 1 January to 31 December 2005 at $177.5 million. Those resources would provide for 25 special political missions, including requirements for the liquidation of 2 missions, the mandates of which are not expected to be extended (see paras. 39 and 45 below). The proposed staffing requirements with respect to special political missions for 2005 would provide for 2,512 posts, a net decrease of 233 posts compared with 2,745 authorized for 2004. Of the 25 missions, 3 were authorized by the General Assembly and the remainder by the Security Council. The Committee notes that after taking into account the estimated balances expected to remain unencumbered for each of the missions at the end of their current mandate period ($14.9 million), the additional amount being sought for appropriation by the Secretary-General in respect of requirements of special political missions would amount to $162.6 million for 2004-2005. The Committee also notes that those requirements include only four months for the United Nations Assistance Mission for Iraq (UNAMI) and three months for the United Nations advance team in the Sudan. They do not include a possible subvention for the Special Court for Sierra Leone, which will be reported on separately by the Secretary-General.

4. The report of the Secretary-General contains detailed information on the mandates of the 25 special political missions (A/59/534/Add.1, paras. 2-5). The Advisory Committee notes that resource requirements in respect of three missions (the United Nations Peacebuilding Support Office in Guinea-Bissau, Special Adviser to the Secretary-General on Africa and the Panel of Experts on Liberia) are included in the overall requirements for special political missions in 2005 in anticipation of their extension by the Security Council and that any expenditure against appropriations for political missions would be strictly subject to the extension of the relevant mandates. **In considering the resource requirements for the missions, the Advisory Committee was mindful of General Assembly resolution 45/248 B of 21 December 1990.**

5. The presentation of consolidated budgets of political missions is in line with the previous recommendation of the Advisory Committee (see A/57/7/Add.17, para. 5). It allows Member States to review the overall level of resource requirements for political missions at one time, reduces the need for piecemeal consideration of budget proposals for special political missions and provides a greater degree of predictability regarding the overall level of resource requirements for political missions for the balance of the biennium (see A/59/534/Add.1, para. 3).

6. The Advisory Committee notes that approximately 70 per cent of all financial and staffing requirements of special political missions relate to the two largest missions: the United Nations Assistance Mission in Afghanistan (UNAMA) ($63.6 million for the period from 1 January to 31 December 2005) and UNAMI ($59.6 million for the period from 1 January to 30 April 2005). The budgets of those two missions are complex and exceed the budgets of some peacekeeping operations. **The Committee is of the view that the magnitude and complexity of large political missions, such as UNAMA and UNAMI, create new challenges in respect of effective consideration of resource requirements for special political missions. The Committee is of the opinion that, while maintaining the overall benefits of consolidated reporting for most special political missions, the Secretary-General should consider ways and means to present the budgets of large missions in a manner that would be more suitable for their size and complexity.**

This would allow for more detailed consideration of initial estimates for large missions as well as an opportunity to monitor their budgetary performance. Reports on large political missions could be issued as addenda to the annual report on special political missions. The Committee stresses that this does not call into question the future status of these activities as special political missions nor the current mode of their funding.

7. To facilitate consideration, the Advisory Committee is also of the view that thought should be given to reorganizing the report on special political missions so that the missions would be presented in clusters on the basis of thematic or regional considerations, as appropriate.

8. On a related matter, the Advisory Committee recommends that when the Secretary-General presents a statement of financial implications for a new political mission, the General Assembly and the Security Council should also be informed of the total cost of special political missions previously authorized for the biennium. While mindful of the prerogatives of the Security Council, the Committee reiterates the recommendation it made in paragraph II.10 of its first report on the proposed programme budget for 2004-2005.[1] In this connection, the Secretary-General should make every effort to ensure the most rational use of resources, avoiding duplication and overlap.

9. The Advisory Committee notes that the resource requirements for 21 out of 25 missions were presented in the results-based budgeting format. **The Committee welcomes this development, however it stresses that further considerable refinements are required, especially with regard to indicators of achievement, which by and large are not currently measurable, and external factors, which reflect what appears to be a generic explanation replicated for a number of missions which at best are only vaguely related to a specific mission.**

10. In his report, the Secretary-General dealt with the issues of complementarities and synergies in such areas as early warning and conflict prevention; development, peacebuilding and capacity-building; demining and humanitarian assistance; cost and resource sharing; and sanctions monitoring (A/59/534/Add.1, paras. 8-22). This information represents a summary of efforts to achieve synergies and complementarities between various political missions and other entities in the area of operations. The Advisory Committee welcomes the inclusion of this information in the report, in line with its previously expressed view as endorsed by the General Assembly in its resolution 58/272 of 23 December 2003, on the need to ensure synergies and complementarities between the various missions and other relevant entities of the United Nations in order to ensure efficiency and optimum use of resources (see A/58/7/Add.18, para. 11). **At the same time, the Committee is of the view that information on actual and potential synergies and complementarities should be given for each individual mission rather than in a general introduction to the report; information also should be given on financial, administrative and other gains, including cost and resource sharing, resulting from synergies and complementarities between the various missions and other relevant entities of the United Nations.**

11. The Advisory Committee discussed with the representatives of the Secretary-General the current status of complementarities and synergies in the area of transportation, in particular air operations, taking into account the available air assets of United Nations peacekeeping operations or other United Nations entities

operating in the same region. The Committee was informed that maximum efforts were being made to fully use the existing capacity of United Nations peacekeeping operations. At the same time, the Committee notes that significant resources are proposed for the hiring of aircraft for special political missions at commercial rates. **The Committee trusts that the commercial hiring of aircraft in political missions will be minimized in the regions where the United Nations has existing air assets that can be utilized for special political missions. The Committee requests that future reports on special political missions include information on economies resulting from efforts to maximize the use of existing resources and to limit the commercial hiring of aircraft. The same considerations would also apply to other assets, including vehicles, facilities, equipment and human resources.**

12. The Advisory Committee also discussed security-related requirements for special political missions with the representatives of the Secretary-General. As indicated in paragraph 2 above, the General Assembly, in June 2004, appropriated $2.5 million for special political missions in the first phase of implementation of additional security measures. The Secretary-General indicated in his report on a strengthened and unified security management system for the United Nations (A/59/365 and Corr.1) that the second phase would be dealt with in the context of the consolidated budgets of special political missions. The Committee was informed, upon enquiry, that those requirements were estimated at $31.8 million, of which $29.4 million (92.4 per cent) related to two missions, UNAMA ($6.4 million) and UNAMI ($23.0 million). The security-related requirements of those two missions are discussed below. Annex I contains information provided by the Secretariat on the security-related requirements of the special political missions for both phases. **The Committee stresses the importance of close coordination of security requirements and arrangements of special political missions with the Office of the United Nations Security Coordinator so as to avoid duplication and ensure a more integrated approach, with clear lines of authority and accountability.**

13. The Advisory Committee recalls that in its previous review of the requirements of special political missions, it observed that in many cases requests for travel provided little justification as to the need for those resources or their intended use and that little explanation was given for the planned use of experts and consultants (A/58/7/Add.18, para. 12). **The Committee is concerned that little progress appears to have been made in justifying requirements for travel, consultants and experts; a number of requests are made for consultancy funding even though it appears that several such requests should have been more properly dealt with under the category of general temporary assistance. Moreover, the Committee observes what appears to be a tendency to request funding for consultants and experts every time a new political mission is established as if no or very little capacity existed in the Secretariat. The Committee is of the view that the existing capacity of the Secretariat should be explored and identified before requests are made for the funding of consultants and experts; information to that effect should be reflected in future budget documents for special political missions. The Committee also reiterates its observation that requirements for travel, consultants and experts should be fully justified and directly linked to specific elements of the results-based budgeting framework.**

14. The Advisory Committee notes that only two special political missions include United Nations Volunteers in their staffing establishments for 2005: UNAMA, 43 Volunteers, and the United Nations Peace-building Support Office in the Central African Republic, 3 Volunteers. **Consistent with its earlier recommendations on the use of Volunteers, the Committee expects that additional measures will be taken to expand the use of Volunteers in special political missions to the extent possible and feasible.**

III. Comments on specific missions

A. United Nations Assistance Mission in Iraq

15. The Secretary-General indicated in his report that, while the mandate of UNAMI had been extended to 11 August 2005, the resource requirements for the operation of the Mission had been formulated for an initial four-month period only (from 1 January to 30 April 2005), in view of the significant uncertainty of the security situation and the evolving political environment in Iraq (A/59/534/Add.1, para. 177). According to the Secretary-General, funding for UNAMI beyond this four-month period would be requested at the appropriate time, taking into account recent developments.

16. The Advisory Committee was informed that the political and electoral processes would be high-priority activities of UNAMI during 2005 and that the implementation of the Mission's mandate would depend on the security situation in the country; the humanitarian, development and reconstruction activities would continue, in large part, to be carried out with only a minimal presence in Iraq.

17. The requirements for the four-month period are estimated at $59.6 million, which would provide for the cost of the deployment to Baghdad of one formed police unit consisting of 160 armed civilian police, paramilitary or military personnel ($5.1 million), the cost of 272 international and 346 national staff positions ($14.1 million) and operational costs of $40.4 million. Staff of the Mission would be deployed in three locations: Baghdad, 322 staff (125 international and 197 local); Kuwait, 192 (94 international and 98 local); and Amman, 104 (53 international and 51 local). The Advisory Committee notes a substantial increase in resource requirements for the Mission, namely $59.6 million for four months in 2005 compared with the estimated expenditure of $35.1 million for the period from 1 January to 31 December 2004. In addition, the proposed staffing establishment shows a net increase of 67 posts (an increase of 88 international posts, offset by a decrease of 21 Local level posts). The representatives of the Secretary-General explained that the increase in resources and in the staffing complement was mostly security-driven (see para. 20 below). The Committee observes that no explanation was provided in the report of the Secretary-General for the increase in staffing requirements. **The Committee trusts that full justification of the proposed staffing establishment, including the organizational structure, will be provided in future.**

18. Because of the prevailing security circumstances, $23.0 million, or 38.6 per cent of the total proposed budget of $59.7 million, relates to security requirements. In order for the Mission to be able to expand its staffing and its activities in Iraq, an integrated security structure will be established at UNAMI consisting of four

elements: international security staff, protection coordination officers, personal security details and the guard unit mentioned above.

19. The Advisory Committee notes that the 160 civilian police, paramilitary or military personnel and 125 international staff deployed to Baghdad would be provided with an extended range of logistics and life-support services at an estimated cost of $200 per person per day, comprising catering, rations, accommodations, air and ground transportation, medical care, laundry and cleaning and so on. According to the Secretary-General, those services would gradually be contracted out locally as the security situation improved in Iraq. International staff deployed to Baghdad would be paid the mission subsistence allowance applicable to Baghdad plus the accommodation portion of the mission subsistence allowance applicable to the originating duty station within the mission areas; this exceptional arrangement also derives from the security environment in Iraq.

20. The Advisory Committee recalls that no additional resources were requested for UNAMI for phase I of the security improvements. The Committee was informed, upon enquiry, that the provision of $23.0 million that was being requested for security improvements at UNAMI would provide for the following:

Security requirements included in the four-month budget for UNAMI in 2005

Component									*Amount (thousands of U.S. dollars)*
Staffing	D-1	P-5	P-4	P-3	P-2	FS	LL	Total	
		1	3	10	4	83	9	110	4 161.1
Logistics/life-support capacity (catering, rations, accommodation) for security-related staffing									998.4
Guard unit									
One guard unit of 160 troops (reimbursement for the unit, travel, daily allowance, provision for death and disability and equipment)									1 221.1
Logistics/life-support capacity for 160 troops of the guard unit									3 840.0
Subtotal									**5 061.1**
Facilities and infrastructure									
Security and safety equipment									8 073.6
Field defence supplies									356.0
Subtotal									**8 429.6**
Transportation									
Ground transportation (armoured vehicles)									4 063.0
Medical									
Contingent-owned equipment: self-sustainment (United Nations clinic level 1 for the guard unit)									10.1
Special equipment/security equipment									
Contingent-owned equipment: self-sustainment (binoculars and night-vision devices)									16.6
Training									
Security awareness and induction training									260.0
Total									**22 999.9**

Abbreviations: FS, Field Service; LL, Local level.

B. United Nations Assistance Mission in Afghanistan

21. The proposed requirements for UNAMA for 2005 are estimated at $63.6 million, which reflects a decrease of $3.9 million compared with the appropriation of $67.5 million for 2004. Although the current mandate of UNAMA expires on 25 March 2005, the Secretary-General anticipates that the Security Council will further extend the mandate. As indicated in the report of the Secretary-General UNAMA comprises the office of the Special Representative, which includes four special advisers in the cross-cutting fields of human rights, demobilization, gender and the rule of law, as well as three sub-components consisting of two substantive pillars, one for political affairs (Pillar I) and one for relief, recovery and reconstruction (Pillar II), and an administrative component. UNAMA is headquartered in Kabul and there are seven regional offices and three sub-offices (A/59/534/Add.1, para. 162).

22. The proposed resources of $63.6 million would provide for the costs of military and police personnel ($0.8 million), including 13 military advisers/military liaison officers and 8 civilian police advisers; the cost of civilian personnel ($39.8 million), including a staffing component of 1,128 staff (251 international staff, 138 National Officers and 739 local staff) and 43 United Nations Volunteers; operational costs of $22.3 million; and the cost of public information and training programmes ($0.7 million). The proposed complement of 1,128 staff reflects an overall decrease of 41 posts compared to 2004 (a net decrease of 38 international posts and 5 National Officers, offset by an increase of 2 local staff).

23. The Advisory Committee was informed that the activities of UNAMA in 2005 would comprise a core component and an electoral component. An increase of 128 posts is proposed under the core component (19 international posts and 109 Local-level posts) and a decrease of 169 posts is proposed under the electoral component (57 international posts and 112 Local-level posts). **The Committee points out that activities undertaken under these two components do not correlate exactly with those implemented under the two pillars of UNAMA referred to in paragraph 162 of the report of the Secretary-General. The Committee observes that no explanation is provided as to the relationship between the two pillars and the two components of UNAMA for 2005. The Committee trusts that this relationship will be clarified in the next budget presentation for the Mission. Furthermore, the Committee notes that the organizational structure provides for numerous direct reporting lines to the office of the Special Representative of the Secretary-General. This appears to be unwieldy and may call into question the functions of the Deputy Special Representative; this arrangement should be reviewed.**

24. In the core component, the increase of 19 international positions and 109 national staff would assist UNAMA in expanding the regional field work for the verification of political and human rights and the implementation of relief, recovery and reconstruction programmes. Those are key issues for UNAMA in carrying out its monitoring and coordinating roles and in providing assistance in developing and strengthening the work of the central government in the provinces. The substantive units in each of the seven regional offices would be augmented by additional political affairs and human rights officers, which would require a total of 12 positions (3 P-4, 8 P-3 and 1 General Service (Other level)). The administrative support component of each regional office would be augmented by 65 additional

Local-level drivers, which would enable the substantive personnel throughout the region to meet with regional, provincial and district government personnel. Seven National Officers would be required to assist the political affairs officers by preparing analyses of local newspapers and print media for the public information office in Kabul. In order to meet the increased demand for medical care, seven National Officer positions are proposed to be established in the regional offices. Furthermore, the regional offices and the Kabul central office would require the deployment of 8 security officers at the National Professional Officer level, 7 Field Service staff and 15 Local-level staff in the regional offices to assist in evaluating, coordinating and monitoring security. In addition, 7 engineers at the National Professional Officer level would be deployed in the regional offices to upgrade the engineering component of building management services. **To the extent that any of the positions discussed above are associated with electoral functions, the Advisory Committee expects a commensurate reduction once electoral activities have been completed.**

25. In the electoral component itself, a decrease of 169 international and national positions would result from the incorporation of 131 electoral positions by the United Nations Development Programme (UNDP) into its Afghan elections project, which would improve the coordination of electoral activities by UNDP, the abolition of 36 positions and the redeployment of 2 positions to the core staffing component of the Mission. The remaining 26 positions (18 international and 8 National Professional Officer) would be required for a period of seven months, to July 2005, as the Electoral Unit is expected to close after the parliamentary elections scheduled for April 2005. The Advisory Committee observes that the organizational structure of UNAMA for 2005 includes two units dealing with elections, one dealing with the electoral process and reporting to the Deputy Special Representative of the Secretary-General for political affairs and the other dealing with electoral assistance and reporting to the Special Representative of the Secretary-General. The representatives of the Secretary-General clarified that the two units served different purposes. The one dealing with electoral assistance represents the remainder of the electoral component, and is required until July 2005, with the assumption that the parliamentary elections will have been completed by May 2005. The one dealing with the electoral process, on the other hand, supports the Mission's role in overseeing the elections and monitoring and reporting on all aspects of the elections and their implementation.

26. The Advisory Committee discussed with representatives of the Secretary-General security-related issues and measures taken to improve the security of United Nations personnel and operations in Afghanistan. The Committee was informed that the United Nations Security Coordinator and the Department of Peacekeeping Operations had jointly conducted a security assessment mission in Afghanistan in July 2004, which had recommended the establishment of a single, integrated security management system that would unify the security assets in the country. This recommendation has been implemented, with the result that all Department of Peacekeeping Operations (UNAMA) and United Nations Security Coordinator (country team) security assets have been reorganized into a single, integrated structure under a senior field security coordination officer (P-5) reporting to an assistant designated official (D-2), who reports directly to the Special Representative of the Secretary-General.

27. The Advisory Committee recalls that $2.2 million was appropriated for UNAMA in the first phase of implementation of security improvements. The Committee was informed, upon enquiry, that the provision of $6.4 million that is currently being requested for security improvements at UNAMA would provide for the following:

										Amount (thousands of US dollars)
Component	*D-1*	*P-5*	*P-4*	*P-3*	*P-2*	*FS/SS*	*NPO*	*LL*	*Total*	
Staffing	-	-	1	-	-	24	3	89	117	3 306.4
Travel of security personnel within the mission area										111.8
Facilities and infrastructure										
Armouring of 12 vehicles										420.0
10 explosive detectors										400.0
Letter-bomb detectors										175.0
Ballistic blankets for 12 vehicles										36.0
Security guards: armed and perimeter										137.4
Field defence supplies										284.5
Miscellaneous										80.0
Subtotal										**1 532.9**
Transportation										
7 land cruisers with ballistic blanket protection										579.6
Maintenance, spare parts, petroleum, oil and lubricants, etc.										86.7
Subtotal										**666.3**
Air transportation										
Helicopter service (casualty/medical evacuation)										531.7
Communications										
Satellite and mobile phone										76.2
Information technology										
Acquisition of electronic data-processing equipment (security related)										36.3
Other supplies and services										
Protection equipment (personal protection gear such as flak jackets, helmets, etc.)										121.2
Total										**6 382.8**

Abbreviations: FS, Field Service; SS, Security Service; NPO, National Professional Officer; LL, Local level.

28. The Advisory Committee was informed of the Mission's efforts to improve its satellite communication network, which currently engages two satellites and the ground station located at the United Nations Logistics Base at Brindisi, Italy. The Mission is now completing the installation of a 7.3-metre dish and ground station inside the new United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan compound, which has a significantly higher degree of security. The satellite network will be reconfigured so that the seven regional offices

can communicate directly with the headquarters in Kabul and each other using only one satellite. This will also reduce reliance on the United Nations Logistics Base, which will be dealing with only one communication link from UNAMA (Kabul) instead of the current eight links (Kabul plus seven regional offices). The Committee notes that the communication network of UNAMA assists other United Nations agencies in meeting their emergency communication needs. **The Committee welcomes the measures to improve the efficiency of the UNAMA communication network.**

29. The training programme of UNAMA for 2005, for which a provision of $525,000 is requested, will focus on training and on developing the skills of national staff and on establishing a "light footprint", whereby local staff and National Professional Officers would be trained and developed in order to replace international staff wherever possible. A provision of $305,000 is requested for the training of national staff. **The Advisory Committee encourages this approach and requests that the results of this training be reported in the next UNAMA budget document.**

C. Executive Directorate of the Counter-Terrorism Committee

30. In his report, the Secretary-General provided information on the background, mandate and objective of the Executive Directorate of the Counter-Terrorism Committee (A/59/534/Add.1, paras. 142-152). By its resolution 1535 (2004) of 26 March 2004, the Security Council, inter alia, endorsed the report on the revitalization of the work of the Counter-Terrorism Committee (S/2004/124), and decided that the revitalized Committee would be assisted by the Counter-Terrorism Committee Executive Directorate, established as a special political mission.

31. As indicated in the report, the initial resource requirements of the Executive Directorate of the Counter-Terrorism Committee for the six-month period ending 31 December 2004, amounting to $617,700, were met through the redeployment of resources appropriated under section 3, Political affairs, for secretariat support to the Counter-Terrorism Committee ($4,606,500) (A/59/534/Add.1, para. 154). According to the Secretary-General, this redeployment was made bearing in mind that secretariat support for both the Counter-Terrorism Committee and the Executive Directorate of the Counter-Terrorism Committee were provided under the auspices of the Counter-Terrorism Committee and that those resources would need to be realigned during the course of 2004-2005 at such time that the Security Council decided that the Executive Directorate was operational and that the Counter-Terrorism Committee secretariat would no longer continue to operate (see Security Council resolution 1535 (2004), para. 7). Subject to the Council recognizing that the Executive Directorate has become fully operational, the six posts established under subprogramme 3, Security Council affairs, of the programme budget for the biennium 2004-2005, for secretariat support to the Counter-Terrorism Committee would be proposed for abolition as from 31 December 2005.

32. The Secretary-General estimates resource requirements for the Executive Directorate of the Counter-Terrorism Committee for 2005 at $6,888,300. Of that amount, $109,000 would be met from the unencumbered balance against the amounts provided for the Executive Directorate in 2004. Moreover, the Secretary-General proposes to redeploy an additional amount of $694,300 from the resources

already appropriated for support to the Counter-Terrorism Committee under section 3, Political affairs, of the programme budget to meet the 2005 requirements of the Executive Directorate. Thus the net additional overall financing requirements for the Executive Directorate for 2005 would amount to $6,095,000.

33. The proposed staffing complement of the Executive Directorate of the Counter-Terrorism Committee for 2005 comprises 34 positions to be funded from general temporary assistance (1 Assistant Secretary-General, 1 D-2, 2 D-1, 9 P-5, 11 P-4, 3 P-3, 1 General Service (Principal level) and 6 General Service (Other level)). The Executive Directorate would comprise the Office of the Executive Director (5 positions: 1 Assistant Secretary-General, 1 P-5, 1 P-4, 1 P-3 and 1 General Service (Other level)), the Assessment and Technical Assistance Office (19 positions: 1 D-2, 1 D-1, 8 P-5 and 9 P-4) and the Administration and Information Office (10 positions: 1 D-1, 1 P-4, 2 P-3, 1 General Service (Principal level) and 5 General Service (Other level)). To achieve efficiency, the General Service staff of the Administration and Information Office would provide support to the Assessment and Technical Assistance Office, which does not have General Service staff. The Advisory Committee sought information on the status of recruitment of Executive Directorate staff, and the Secretariat accordingly provided the information, including the rationale for a waiver of the six-month rule for the recruitment of former consultants (see annex II). **It will be for the General Assembly to decide upon this request as a matter of policy.**

34. A provision of $190,400 is requested for the fees and official travel of a consultant for a total of 12 months to advise the Executive Director on legal aspects of the fight against terrorism, to coordinate the activities of relevant international organizations in the field of terrorism and to prepare substantive papers for the biannual meetings of the Counter-Terrorism Committee with regional and subregional organizations. **The Advisory Committee is of the view that the justification presented for the consultancy requirements is rather vague; the next budget document for the Executive Directorate of the Counter-Terrorism Committee should present a more detailed explanation of the resources requested for consultants.**

35. Requirements estimated at $963,800 would provide for travel of the Executive Director and his staff in connection with the collection of information (72 trips, $457,400), travel to participate in international, regional and subregional seminars, conferences and symposiums related to counter-terrorism and on missions relating to the provision of technical assistance on counter-terrorism (73 trips, $351,700), travel to meetings of the International Monetary Fund, the World Bank, the United Nations Office on Drugs and Crime, the Organization for Security and Cooperation in Europe, the Office of the United Nations High Commissioner for Human Rights, the European Union and the North Atlantic Treaty Organization (32 trips, $142,800) and travel of staff of the Executive Directorate for training in methodology to assess countries' implementation of Financial Action Task Force standards ($11,900). The Advisory Committee observes that approximately 180 trips are planned for the Executive Directorate for 2005. Taking into account that there are about 23 substantive staff in the Executive Directorate, each such staff member would take an average of about eight trips during 2005. Should the trips last one week on average, each substantive Executive Directorate staff member would travel two months during 2005. **While recognizing that travel is an important component of the programme of work of the Executive Directorate, the Committee trusts that**

implementation of the travel programme for 2005 will take into account the possibility of combining trips as well as, to the extent possible, other alternatives, such as the Internet, e-mail and videoconferencing. While the Committee does not recommend specific reductions in the travel requirements of the Executive Directorate, it expects that the requirements for 2005 will be adjusted to reflect the use of modern communication technology.

D. Security Council Committee established pursuant to resolution 1540 (2004)

36. By its resolution 1540 (2004) of 28 April 2004, which deals with the non-proliferation of nuclear, chemical and biological weapons, the Security Council established a committee to report to the Council on the implementation of the resolution. The requirements for supporting the Committee from 1 September to 31 December 2004 were met from the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2004-2005.

37. The estimated requirements for supporting the Committee for 2005 amount to $1,736,300. Of that amount, $207,500 would be met from the unencumbered balance against the amounts provided for the Committee in 2004. Thus, the overall requirements for 2005, taking into account the unencumbered balance, amount to $1,528,800. Those resources would provide for staffing costs related to three support positions: one political affairs officer (P-3), one information management officer (P-3) and one General Service (Other level) staff member; official travel of the Chairman and/or the members of the Committee ($25,000); services of seven experts who would assist the Committee in considering the national reports submitted pursuant to resolution 1540 (2004) ($1,195,800); and other operational costs ($193,200).

38. The Advisory Committee was informed that the Committee had approved guidelines for hiring experts to facilitate the consideration of the first national reports submitted by Member States and had received the nomination of 17 candidates for experts from Member States. The Committee was informed of delays in the selection process. It points out that the delays, if allowed to continue in 2005, will bring about savings.

E. United Nations Observer Mission in Bougainville

39. The estimated requirements of the United Nations Observer Mission in Bougainville (UNOMB) of $180,300 would cover the liquidation of the Mission during the period from 1 January to 15 February 2005. Of that amount, $142,800 would be met from the unencumbered balance against the appropriations for 2004. Thus the overall requirements for UNOMB for 2005, after taking into account the unencumbered balance, amount to $37,500. As the Secretary-General indicated in his report, he will revert to the General Assembly should the Security Council decide to further extend the mandate of UNOMB (A/59/534/Add.1, para. 187). The Advisory Committee was informed that the Secretary-General might recommend that the mandate of UNOMB be extended a final time until elections for an autonomous Bougainville government are held. The Government of Papua New

Guinea is expected to inform the Secretary-General by mid-December 2004 of a timetable for elections, which may be held in the first half of 2005. The Committee was informed that should this be the case, UNOMB would require resources at the maintenance level of its 2004 budget.

F. Special Adviser to the Secretary-General on the Prevention of Genocide

40. Since his appointment, effective 1 August 2004, the Special Adviser has established a small office and a system of information exchanges to provide early warning of situations of massive violations of human rights and international humanitarian law that could lead to genocide. As indicated in the report of the Secretary-General, the Special Adviser will focus in 2005 on the development of a methodology, approach and system for data collection, monitoring, analysis and reporting, in accordance with his mandated functions; he will also liaise with the United Nations system and regional entities and collect information on massive and serious violations of human rights and international humanitarian law that, if not prevented or halted, might lead to genocide (ibid., para. 136).

41. The estimated requirements for the Special Adviser for 2005 amount to $757,800. Of that amount, $68,000 would be met from the unencumbered balance against the commitments granted for 2004. Thus the overall requirements for the Special Adviser for 2005, taking into account the unencumbered balance, amount to $689,800.

42. The Advisory Committee noted from the report that the estimated requirements of $757,800 would provide for the salaries and common staff costs under general temporary assistance of the Special Adviser, engaged on a when-actually-employed basis for an aggregate of 150 days, and his three staff: one political officer (P-4), one human rights officer (P-4) and one administrative/research assistant (General Service (Other level)) (ibid., para. 141).

43. The total provision of $757,800 includes an amount of $40,200 covering fees and travel costs of consultants for an aggregate period of four months for the collection and analysis of information and for preparing studies on early warning. **The Advisory Committee requests that the requirements for consultants' fees and travel be explained in detail in any future budget submission for the Special Adviser.**

44. The Advisory Committee was informed that the Special Adviser was operating from the United Nations Headquarters in New York; the venue was chosen because of the need to be in close contact with the United Nations legislative bodies, especially the Security Council, and with the Office of the Secretary-General and other entities of the Secretariat, including the Department of Political Affairs and the Department of Peacekeeping Operations. **The Committee, while fully appreciative of these considerations, also finds some merit in locating the office of the Special Adviser in Geneva, where he could avail himself of the expertise available at the Office of the United Nations High Commissioner for Human Rights. The Committee requests that the Secretary-General look into this matter with a view to ensuring that the office of the Special Adviser operates from the most appropriate location.**

G. United Nations Verification Mission in Guatemala

45. The proposed resources of $386,200 relate to the liquidation of the Mission during the period from 1 January to 31 March 2005. The liquidation team includes a Chief Administrative Officer (P-5), a personnel officer (P-3), a finance officer, a communications officer and a transport and general services officer (Field Service), 3 General Service (Other level) staff and 27 local staff. This compares with the appropriation of $6.7 million and the staffing complement of 32 international and 62 local staff of the Mission for 2004.

H. United Nations Political Office for Somalia

46. The resource requirements of the United Nations Political Office for Somalia for 2005 are estimated at $1,342,000, which is essentially a maintenance-level budget compared with the appropriation of $1,353,300 for 2004. The Advisory Committee notes, however, that in his report to the Security Council dated 8 October 2004 (S/2004/804), the Secretary-General stated that, in view of the progress made in the Somali peace process, there would likely be a call for an expanded peacebuilding role and presence for the United Nations. The Committee was informed that a multi-agency fact-finding mission would be dispatched to the region from Headquarters in early December for discussions on such an enhanced role and presence of the United Nations.

IV. Recommendation

47. **Subject to its comments and observations in the present report and the savings that might eventually result, the Advisory Committee recommends that the General Assembly appropriate an additional amount of $162,614,700 for special political missions under section 3, Political affairs, of the programme budget for the biennium 2004-2005.**

Notes

[1] *Official Records of the General Assembly, Fifty-eighth Session, Supplement No. 7* and corrigendum (A/58/7 and Corr.1).

Annex I

Security-related requirements for special political missions

(United States dollars)

	Resources provided for phase I security enhancements			*Resources requested in 2005 budget proposals for phase II of security enhancements*			*Percentage share*
	Recurrent	*Non-recurrent*	*Total*	*Recurrent*	*Non-recurrent*	*Total*	
United Nations Verification Mission in Guatamala[a]	8.8	5.2	14.0	8.4	-	8.4	-
United Nations Peace-building Support Office in Guinea-Bissau	45.5	18.2	63.7	39.5	6.0	45.5	0.1
Office of the Special Representative of the Secretary-General for the Great Lakes Region	30.8	-	30.8	57.9	-	57.9	0.2
United Nations Assistance Mission in Afghanistan	539.2	1 677.2	2 216.4	4 538.6	1 844.2	6 382.8	20.1
United Nations Assistance Mission for Iraq	-	-	-	10 586.7	12 413.2	22 999.9	72.4
United Nations Observer Mission in Bougainville[a]	-	5.3	5.3	11.8	-	11.8	-
United Nations Tajikistan Office of Peace-building	-	11.3	11.3	69.8	63.3	133.1	0.4
Office of the Personal Representative of the Secretary-General for Southern Lebanon	-	-	-	14.0	-	14.0	-
United Nations support to the Cameroon-Nigeria Mixed Commission	-	-	-	40.3	-	40.3	0.1
United Nations Peace-building Support Office in the Central African Republic	29.6	76.0	105.6	79.5	78.2	157.7	0.5
United Nations Political Office for Somalia	-	-	-	34.6	-	34.6	0.1
Office of the Special Representative of the Secretary-General for West Africa	5.3	14.0	19.3	17.9	13.5	31.4	0.1
United Nations advance team in the Sudan	-	-	-	1 863.4	-	1 863.4	5.9
United Nations Operation in Burundi[b]	24.7	50.9	75.6	-	-	-	-
Total	**683.9**	**1 858.1**	**2 542.0**	**17 362.4**	**14 418.4**	**31 780.8**	**100.0**

[a] Will be in liquidation phase starting 1 January 2005.

[b] Was transformed into a peacekeeping mission as from 1 June 2004.

Annex II

Rationale for waiver of the six-month rule for the recruitment of former consultants

1. In its resolution 1566 (2004) of 8 October 2004, the Security Council requested the Secretary-General to take, as a matter of urgency, appropriate steps to make the Executive Directorate of the Counter-Terrorism Committee fully operational and to inform the Security Council by 15 November 2004. The Executive Directorate, together with the Secretary-General and with the support of the Member States, is committed to making the Executive Directorate fully operational and ready to respond to the wishes of the international community by January 2005.

2. There are currently eight individuals serving with the Counter-Terrorism Committee as experts/consultants. It is proposed to waive, for the Executive Directorate of the Counter-Terrorism Committee only, the requirement under section III.B, paragraph 26, of General Assembly resolution 51/226 of 3 April 1997 that consultants may not apply for or be appointed to posts in the Secretariat for a period of six months after the end of their service. The rationale for the waiver is to provide a larger pool of candidates from which Member States can make their selection; to avoid a severe disruption in the work of the Counter-Terrorism Committee and its Executive Directorate; to retain expertise and institutional knowledge if those experts are found to be among the best candidates after completion of a fully competitive process; and to allow those experts to apply for the positions to be established, along with all other candidates who will have submitted applications.

3. In that respect, and in order to give Member States the possibility of identifying suitable candidates who could apply for the positions, the Executive Directorate of the Counter-Terrorism Committee informed all 191 Member States on 29 November 2004 of the vacancy announcements, including for positions in the areas of legislative drafting, financial law and practice, customs law and practice, immigration law and practice, extradition law and practice, police, intelligence and law enforcement work, illegal arms trafficking, counter-terrorism technical assistance, human rights, humanitarian law, asylum law and victims of terrorism. The Executive Directorate will also notify all permanent missions when the vacancies, including a notation that the positions are subject to approval by the General Assembly, have been approved by the Assembly.

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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Request for a subvention to the Special Court for Sierra Leone

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the request for a subvention to the Special Court for Sierra Leone (A/59/534/Add.2). During its consideration of the report, the Committee met with representatives of the Secretary-General in New York and had a videoconference with the Deputy Registrar and other officials of the Special Court.

2. On the assumption that available voluntary contributions would carry the Special Court only to the end of the second year of its operation (30 June 2004), the Secretary-General, in his report of 15 March 2004 (A/58/733), had sought a subvention of up to $40 million to supplement voluntary contributions. By its resolution 58/284 of 8 April 2004, the General Assembly, on the recommendation of the Advisory Committee, authorized the Secretary-General, as an exceptional measure, to enter into commitments in an amount not to exceed $16.7 million to supplement the financial resources of the Special Court for the period from 1 July to 31 December 2004. The Secretary-General was also requested to provide a report to the Assembly at its fifty-ninth session, as recommended by the Advisory Committee (see A/58/7/Add.30).

3. The report of the Secretary-General currently before the Advisory Committee (A/59/534/Add.2) is described as an interim progress report on the implementation of resolution 58/284. In it, the Secretary-General proposes an appropriation of $20 million for the operation of the Special Court to 30 June 2005 and indicates his intention to revert to the matter at the resumed fifty-ninth session of the General Assembly on the basis of further developments.

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4. The financial position of the Special Court is described in paragraphs 7 to 13 of the report. The Advisory Committee notes that the Special Court has been able to operate longer than anticipated without recourse to the commitment authority authorized by the General Assembly in its resolution 58/284, owing mainly to a revaluation of outstanding pledges, additional voluntary contributions, interest income, savings on prior-period obligations, reduced expenditures and gains on exchange, as well as delays in the commencement of the second trial chamber. While it had been anticipated that voluntary contributions would have been exhausted as at 30 June 2004, the Special Court reported an ending cash balance of approximately $16 million, which included some $8 million in unliquidated obligations (ibid., para. 10 and annex). The Special Court has been able to continue operations utilizing the $16 million balance and, based on an expenditure pattern of approximately $2.5 million per month, is likely to be able to do so until the end of 2004.

5. The Advisory Committee was informed that efforts to obtain voluntary contributions for the 2004/05 period had not yielded much success and that the next sustained effort to raise funds was in its early stages. The Secretary-General therefore estimates, on the basis of monthly expenditure patterns and an increased level of disbursements to cover the liquidation of obligations relating to the 2003/04 period, that approximately $20 million would be required for the period from 1 January to 30 June 2005.

6. The Advisory Committee finds itself in much the same situation as it did in March 2004 when the original subvention was requested (see A/58/7/Add.30). The Committee received an advance version of the current report of the Secretary-General (A/59/534/Add.2), in English only, just one week before the end of its session. The budget of the Special Court for 2004/05, which is prepared by the Court itself, was presented informally to the Committee as background information; the detailed and fully justified submission requested by the Committee (A/58/7/Add.30, para. 9) and by the General Assembly (resolution 58/284, para. 1) will not be submitted until the resumed fifty-ninth session of the Assembly (see A/59/534/Add.2, para. 6). The Committee is therefore not in a position to make a detailed recommendation as to the level of financial assistance required by the Court.

7. **The Advisory Committee also points out, as it did in March 2004 (see A/58/7/Add.30, para. 5), that it will be for the General Assembly, as a matter of policy, to decide whether or not another subvention should be made to meet the expenses of the Court. In either case, and despite the perceived difficulty of fund-raising, the Committee urges renewed and continued effort to mobilize voluntary resources, whether from States, organizations or other entities.**

8. **Should the General Assembly agree to another subvention, the Advisory Committee recommends that a commitment authority be granted in an amount not to exceed $20 million, to be administered along the lines spelled out in paragraph 13 of the report of the Secretary-General of 15 March 2004 (A/58/733). Such commitment authority would allow the Court to continue its operations to 30 June 2005. The Committee will revert to the matter on the basis of the detailed report to be submitted to the Assembly at its resumed fifty-ninth session (see para. 6 above).**